

Message Text

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ACTION AF-08

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FM AMEMBASSY LOME

TO SECSTATE WASHDC 1940

C O N F I D E N T I A L SECTION 1 OF 2 LOME 0816

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E.O. 11652: GDS

TAGS: AMGT, PFOR, TO

SUBJECT: PARM - ANNUAL POLICY AND RESOURCES ASSESSMENT:

PARTS II & III - TOGO

REF: LOME 0738

PART II - RESOURCE ASSESSMENTS:

A. STATE: FUNDING FROM DEPARTMENT OF STATE SOURCES IS ADEQUATE TO OPERATE THE POST AND PURSUE THE COURSES OF ACTION IN PART I. APPROXIMATELY 50 0/0 OF OUR FUNDS ARE TIED TO UPKEEP OF OUR PHYSICAL PLANT--THE OFFICE BUILDINGS, RESIDENCES, OFFICE EQUIPMENT, AND FURNITURE. A MAJOR PROGRAM IS UNDERWAY TO RE-FURBISH BOTH THE RESIDENCES AND OFFICES TO ACCOMMODATE THE INCREASE IN PERSONNEL (NEW AMERICAN POSITIONS AND EXPANDED B&F OPERATIONS) AND TO MODERNIZE BUILDINGS WHICH HAVE BEEN OCCUPIED FOR 10 TO 15 YEARS. THIS INCLUDES EXTENSION OF ONE WING OF THE CHANCERY, COMPLETE REMODELING OF ADMINISTRATIVE BUILDING, INSTALLATION OF NEW CEILING AND LIGHT FIXTURES IN THE CHANCERY, AND RESOLVING ELECTRICAL PROBLEMS.

EIGHTEEN PERCENT OF OUR FUNDS COVER EXPENSES OF THE EXECUTIVE OFFICES. FUNDS FOR PROFESSIONAL SUPPLIES, TRAVEL, AND OFFICIAL
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RESIDENCE EXPENSES ARE ADEQUATE. IN FY 76, TOTAL OUT OF POCKET FOR REPRESENTATION WAS \$140; THE FY 77 ALLOCATION IS \$150 LESS THAN FOR THE FIRST FOUR QUARTERS OF FY 76. FOURTEEN PERCENT OF OUR FUNDS ARE FOR ADMINISTRATIVE OVERHEAD WHICH INCLUDES THE ADMINISTRATIVE OFFICE, PERSONNEL, THE RECENTLY ENLARGED B&F SECTION, AND THE MEDICAL PROGRAM. THE COMMUNICATIONS AND RECORDS SECTION REQUIRES 10 PERCENT OF POST'S FUNDS, AND

THE REMAINING AMOUNT IS EQUALLY DIVIDED BETWEEN THE ECONOMIC SECTION, CONSULAR SECTION, AND THE OPERATION OF THE POST'S VEHICLE FLEET. IN THE ECONOMIC AREA, ADDITIONAL 1977 FUNDS WERE PROVIDED SO A SUMMER INTERN COULD INVESTIGATE THE FINANCIAL SOUNDNESS OF TOGO.

WITH THE ADDITION LAST YEAR OF A CONSULAR OFFICER, THE ECONOMIC COMMERCIAL OFFICER GIVES MORE EMPHASIS TO HER ECONOMIC RESPONSIBILITIES AND TO EXPANDING COMMERCIAL CONTACTS AND FINDING OPPORTUNITIES FOR AMERICAN INVESTMENT IN TOGO. ANOTHER RADIO-TELETYPE OFFICER (CORE) IS SCHEDULED TO ARRIVE DURING FY 78 TO MEET THE MINIMUM STAFFING REQUIREMENTS FOR THE SCHEDULED WATTS FACILITY. ONE ADDITIONAL LOCAL POSITION (DAS) HAS BEEN REQUESTED

FOR THE B&F SECTION (76 LOME 2789) SO IT CAN BETTER HANDLE THE INCREASED WORKLOAD AFTER RBFO/LAGOS WAS DISBANDED. WITH THESE ADJUSTMENTS, WE BELIEVE STATE PERSONNEL ARE DEPLOYED IN A WAY CONSISTENT WITH MISSION OBJECTIVES.

ONE AREA WHERE STATE RESOURCES ARE INADEQUATE IS THE CU FUNDED IV PROGRAM. THIS IS CURRENTLY SUPPORTED AT A RATE WHICH COVERS SIX IV GRANTEES A YEAR; AN INCREASE TO AN ANNUAL RHYTHM OF 10-12 IS DESIRABLE. THIS PROGRAM EFFECTIVELY CONTRIBUTES TO PARM OBJECTIVES, ESPECIALLY NOS. 4 AND 5. WE BELIEVE THE SELECTION PROCESS IS CORRECTLY FOCUSED ON UPWARD MOVING TOGOLESE; OF 10 NEW MINISTERS BROUGHT INTO THE GOT THIS YEAR, THREE HAD BEEN SELECTED AS GRANTEES IN THE PAST AND ONE AS AN ALTERNATE FOR THIS YEAR. IF FUNDS CANNOT BE FOUND TO INCREASE THIS PROGRAM, THE DEPARTMENT MIGHT CONSIDER A TRANSFER OF FUNDING FROM THE OPERATIONS CROSSROADS AFRICA TO THE IV PROGRAM. ALTHOUGH THE POST APPRECIATES

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THE OCA PROGRAMS AND NOMINATED 10 CANDIDATES THIS YEAR, IF HARD CHOICES MUST BE MADE, WE BELIEVE THE MORE FLEXIBLE AND LEADERSHIP ORIENTED IV PROGRAM SERVES POST OBJECTIVES BETTER.

LOME IS SUPPORTED BY A NUMBER OF REGIONAL ORGANIZATIONS (E.G., WACASC) AND SPECIALISTS WHICH REPRESENT A CONSIDERABLE EXPENDITURE OF STATE RESOURCES. SEVERAL ASPECTS OF THIS SYSTEM OF SUPPORT WARRANT ATTENTION. SOME REGIONAL OFFICES ARE LARGELY ENGAGED IN FULFILLING THE REQUIREMENTS OF THEIR WON FUNCTIONAL BUREAUS AND PERFORM NO SERVICE FOR THE POST WHICH IS COMMENSURATE WITH THE ADMINISTRATIVE SUPPORT PROVIDED BY THE POST OR THE TIME THEY REQUIRE OF POST PERSONNEL FOR ORIENTATION. OTHERS ARE ESSENTIAL TO POST OPERATIONS, ESPECIALLY IN SUCH TECHNICAL AREAS AS COMMUNICATIONS, BUT ARE THINLY SPREAD AND NOT ALWAYS AVAILABLE. THIS PROBLEM IS COMPOUNDED BY THE DELIBERATE PROCUREMENT OF AMERICAN TECHNICAL PRODUCTS WHICH ARE DIFFICULT TO SERVICE LOCALLY. IN ALL CASES THE POST LACKS ANY INSTITUTIONALIZED WAY OF HOLDING REGIONAL PERSONNEL ACCOUNTABLE FOR THEIR PERFORMANCE OR CALLING ATTENTION TO SUPERIOR INDIVIDUAL EFFORTS.

WE RECOMMEND THAT THE COST EFFECTIVENESS OF REGIONAL SUPPORTING OFFICES BE REEXAMINED AND STRUCTURES BE DEVELOPED WHICH PROVIDE FOR GREATER OVERSIGHT BY AF OF FUNCTIONAL SUPPORT ACTIVITIES AND WHICH INCORPORATE FEEDBACK FROM SUPPORTED POSTS. FROM THE ADMITTEDLY LIMITED FOCUS OF LOME, WE WONDER IF ALL RESOURCES BEING SPENT ON REGIONAL SUPPORT ARE COST EFFECTIVE, OR IF THEY MIGHT BE BETTER DISTRIBUTED BETWEEN REGIONAL SUPPORT AND POST OPERATIONS.

B. OTHER AGENCY PROGRAMS AND RESOURCE LEVELS:

1. USIS - THE USIS COMPONENT OF THE MISSION EFFECTIVELY CONTRIBUTES TO U.S. OBJECTIVES AND BEARS THE RESPONSIBILITY FOR CARRYING OUT SEVERAL COURSES OF ACTION. USIS IS LEAN: ONE AMERICAN OFFICER AND SEVEN LOCALS, BUT IS ABLE TO HANDLE THE FULL RANGE OF INFORMATION AND CULTURAL TASKS WITH WHICH IT IS CHARGED. A REGIONAL ROVING SECRETARY, BASED IN LOME, COMPLETES ITS STAFF. CONFIDENTIAL

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USIS SUFFERS FROM A CERTAIN DEGREE OF UNDER-FUNDING. THE RECURRENT COSTS OF OPERATING ITS BASIC PROGRAMS--SALARIES, RENT, POSTAGE, ETC.--CONSTITUTE AN EXCESSIVE PROPORTION OF OVERALL RESOURCES AND THE SMALL PROPORTION OF DISCRETIONARY FUNDS LIMITS THE TYPES OF PROGRAMMING THE PAO CAN UNDERTAKE. PROGRAMS ARE NOW ALMOST ENTIRELY LIMITED TO INDIVIDUAL PERFORMERS AND LECTURERS. THE BUDGET RARELY PERMITS THE SCHEDULING, FOR EXAMPLE, OF COLLOQUIUMS OR MUSICAL ENSEMBLES. INADEQUATE FUNDING ALSO AFFECTS OTHER AREAS SUCH AS THE LIBRARY. ALTHOUGH USIS IS NOW FULLY OCCUPIED WITH THE PROGRAM LOAD IT HANDLES, ITS EFFECTIVENESS CAN BE IMPROVED AND MORE ATTRACTIVE AND VARIED PROGRAMS PUT TOGETHER BY A SLIGHTLY HIGHER LEVEL OF FUNDING. THIS COULD BE ACHIEVED BY A 10 0/0 INCREASE IN RESOURCES BEYOND ANY ADDITION OCCASIONED BY INCREASES IN THE COST OF BASIC RECURRENT OUTLAYS.

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TO SECSTATE WASHDC 1941

C O N F I D E N T I A L SECTION 2 OF 2 LOME 0816

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2. PEACE CORPS - THE PEACE CORPS COUNTRY MANAGEMENT PLAN (CMP), SUBMITTED IN MARCH 1977, MEETS THE PARM OZJECTIVES BOTH AS TO SIZE AND TYPE OF LROGRAMS. PROPOSED PROGRAMS WILL BRING THE PCO INTTNCOOPERJTIVE CONTACT WITH A WIDER RANGE OF MINISTRIES. ASSUMING VC/W APPROVAL OF CMP, NO DEPARTMENT ACTION IS REQUIRED.

3. AID - THE AID OFFICE IN LOME --ONE AMERICAN OFFICER AND A LOCAL ASSISTANT--IS NOT SET UP TO HANDLE THE WORKLOAD IMPLIED IN COURSES OF ACTION 3, 4C AND 11. IT IS ALREADY OVERTAXED BY AT LEAST 15 ACTIVE AID ACTIVITIES AND PROJECTS FOR WHICH IT HAS ACTION OR MONITORING RESPONSIBILITY. THESE PROJECTS IN TURN GENERATE A CONSTANT STREAM OF OFFICIAL VISITORS, OVER TWENTY IN SOME MONTHS, FOR WHICH THE AID OFFICER HAS ACTION AND MUST MAKE ARRANGEMENTS, ACCOMPANY TO MEETINGS WITH GOT OFFICIALS, AND INVARIABLY TAKE FOLLOW-UP ACTION AFTER THE VISITOR HAS LEFT. THE WORKLOAD OF THE AID OFFICE IS FURTHER INCREASED BY ITS INSERTION IN A COMPLEX ORNGAIZATIONAL STRUCTURE WHICH REQUIRES CONSTANT COORDINATION WITH THE REGIONAL DEVELOPMENT OFFICE (RDO-NIAMEY), THE REGIONAL DEVELOPMENT SUPPORT OFFICE (REDSO-ABIDJAN), AND AID/W.

BESIDES THE EXCESSIVE WORKLOAD, A WEAKNESS OF THE PRESENT ONE AMERICAN OFFICER SET-UP IS ITS VULNERABILITY TO ABSENCES. DURING THE PERIOD APRIL-NOVEMBER 1976, FOR EXAMPLE, THE OFFICE WAS CONFIDENTIAL

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VACANT FOR ALL BUT TWO MONTHS AND ONLY ERRATICALLY COVERED BY TDY PERSONNEL. MANY PROJECTS HAD TO BE DELAYED OR LOST MOMENTUM.

THE PRESENT LEVEL OF AID OFFICE ACTIVITY CORRESPONDS TO A TRANSFER OF AID RESOURCES TO TOGO WHICH HAS NOT TOPPED \$2 MISSION, INCLUDING THE NEARLY AUTOMATIC PL 480 TITLE II PROGRAM ADMINISTERED BY CATHOLIC RELIEF SERVICES, IN RECENT YEARS. MANY AID ACTIVITIES IN TOGO ARE SURVEYS OR SMALL PIECES OF REGIONAL PRO-GRAMS WHICH DO NOT RESULT IN MUCH TRANSFER OF RESOURCES OR TECHNOLOGY. EVEN IF ALL PROJECTS NOW UNDER STUDY EVENTUALLY MATERIALIZE, THE TRANSFER OF AID RESOURCES TO TOGO WILL PROBABLY NOT INCREASE MUCH BEYOND THE PAST AVERAGE ANNUAL FIGURE SINCE OTHER PROJECTS ARE PHASING OUT. CLEARLY TO IMPLEMENT THE SIZE AID PROGRAM ENVISIONED IN PARM PART I WILL REQUIRE A STRONGER AID OFFICE IN

LOME AS WELL AS MORE SUPPORT FROM RDO AND REDSO. EVEN THE PRESENT WORKLOAD--DESPITE THE CONSCIENTIOUS AND EFFICIENT EFFORTS OF THE INCUMBENT--ALLOWS INSUFFICIENT TIME FOR ADMINISTRATIVE DUTIES, LIAISON WITH TOGOLESE COUNTERPARTS, TO SAY NOTHING OF THE IDENTIFICATION OF NEW PROJECTS, THE KEY TO A HIGHER LEVEL OF RESOURCE TRANSFER, OR EVEN TO MAINTAINING THE PRESENT FLOW.

WHETHER OR NOT THE DEPARTMENT APPROVES THE HIGHER LEVEL OF PROGRAMMING TARGETED BY THIS SUBMISSION, AID SHOULD BE REQUESTED TO STRENGTHEN ITS LOME OFFICE BY THE ASSIGNMENT OF A SECOND AMERICAN OFFICER, JUNIOR TO THE PRESENTLY ASSIGNED AID OFFICER, BEFORE THE END OF FY 77.

THE IMPLEMENTATION OF COURSE OF ACTION 6 WILL REQUIRE A TRANSFER OF AID RESOURCES FROM OTHER ACTIVITIES TO THE SELF-HELP PROGRAM. THE EMBASSY UNDERSTANDS THAT AID RESISTS EXPANSION OF SELF-HELP PROGRAMS ON THE GROUNDS THAT SUCH ACTIVITIES ARE NOT INTEGRATED INTO NATIONAL DEVELOPMENT PROGRAMS. THE EMBASSY DOUBTS THAT SUCH RATIONALE--WHETHER VALID ELSEWHERE OR NOT--APPLIES TO TOGO WHOSE SELF-HELP FUNDS HAVE LONG BEEN CONCENTRATED IN RURAL CONSTRUCTION. OVER THE YEARS, TO TAKE THE MOST OBVIOUS EXAMPLE, A PC SUPERVISED CLASSROOM CONSTRUCTION PROGRAM HAS

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BUILT NEARLY 900 ELEMENTARY SCHOOL CLASSROOMS USING VILLAGE LABOR AND LOCALLY SUPPLIED MATERIAL, TRANSPORTATION AND SKILLED LABOR PROVIDED BY PROVINCIAL AUTHORITIES, AND S-H FUNDS FOR CONSTRUCTION MATERIALS. THE PROGRAM, WHICH DIRECTLY SUPPORTS TOGO'S EFFORT TO PROVIDE UNIVERSAL PRIMARY EDUCATION, HAD TO BE CUT IN HALF IN 1976 BECAUSE RISING COSTS OF MATERIALS AND UNPREDICTABLE AND INADEQUATE ALLOTMENTS OF S-H FUNDS HAD RESULTED IN THE UNDEREMPLOYMENT OF CONSTRUCTION PCVS. THIS CONSTRUCTION PROGRAM WHICH REACHES EVERY REGION OF TOGO IS THE ONLY U.S. ASSISTANCE ACTIVITY THAT MOST TOGOLESE EVER COME IN CONTACT WITH.

4. DEPARTMENT OF DEFENSE - COURSE OF ACTION 8 REQUIRES THAT THE DEPARTMENT OF DEFENSE FUND THE PARTICIPATION OF TOGOLESE OFFICERS IN STATESIDE TRAINING AND ORIENTATION TOURS. TOGO HAS NEVER PARTICIPATED IN SUCH PROGRAMS IN THE PAST. BECAUSE OF THE SMALL SIZE OF THE TOGOLESE OFFICER CORPS, THE POOL OF OFFICERS AVAILABLE FOR SUCH TOURS IS LIMITED. REAL IMPACT CAN BE ACHIEVED WITH AS FEW AS TWO TOURS A YEAR. THE DEPARTMENT WILL NEED TO COORDINATE WITH THE DEPARTMENT OF DEFENSE. IN THE FIELD, THE PROGRAM WOULD BE ADMINISTERED BY THE DEFENSE ATTACHE OFFICE OUT OF ABIDJAN.

PART III: STATE PERSONNEL RECOMMENDATIONS

A. POST IS TOO SMALL FOR REPROGRAMMING.

B. WITH THE SCHEDULED ADDITION OF A THIRD COMMUNICATOR AND THE POSSIBILITY OF ANOTHER AID OFFICER IN FY 77, THE JOINT ADMINISTRATIVE SECTION WILL BE SEVERELY OVERLOADED. ALREADY THE ONE AMERICAN OFFICER SECTION IS STRAINED BY THE INCREASE OF THREE AMERICAN POSITIONS, OR 28 0/0 IN POST COMPONENT, IN FY 76 AND BY DEVOLUTION OF B&F FUNCTIONS, SOME OF WHICH MUST BE PERFORMED BY THE ADMINISTRATIVE OFFICER PERSONALLY, FOLLOWING THE CLOSING DOWN OF RBFO LAGOS EARLY IN FY 77. TO MEET THIS ADDED WORKLOAD THE ADDITION OF AN AMERICAN GSO POSITION (DAS) IS REQUESTED FOR FY 78.

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C. THE POST HAS LESS THAN 12 STATE AMERICANS.

D. MISSION STAFFING CHART.

	FY 77			
	AMER OFS	AMER STAFF	FSL PROF	FSL STAFF
	CORE-DAS	CORE-DAS	CORE-DAS	CORE-DAS
STATE (TOTAL)	5	4 0	8 0	14 7
EXECUTIVE	2	2	1	2 0
POLITICAL	0			
ECON/COML	1		1	
CONS	1		1	
ADMIN	1	2	5	12 6
COMM	0	2		2 1
OTHER AGENCY	4	1	6	8
USIS	1	1	1	6
AID	1		1	0
PC	2		4	2

	FY 79			
STATE (TOTAL)	5	1 5	8	14 8
EXECUTIVE	2	2	1	2 0
POLITICAL	0	0	0	
ECON/COML	1	0	1	
CONS	1	0	1	
ADMIN	1	1 3	0	12 7
COMM	0	3	0	2 1
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Decaption Date: 22 May 2009
Decaption Note: 25 YEAR REVIEW
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Disposition Approved on Date:
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
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